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ABSTRACT

This paper reviews trends in resource allocations in the public schools over the last 25 years. It focuses specifically on changes in expenditures and school staff for the nation as a whole and for each of the 50 states and the District of Columbia, using data from the National Center for Education Statistics and the National Education Association (NEA). The expenditure analysis using national data sets extends only from 1960 to 1980, since data disaggregated by major function were not available nationally after 1980; but this is supplemented with case studies of recent expenditure trends in California, Florida, and Pennsylvania. Staff trends are analyzed through 1984, since data by staff position were available for more recent years. Tables and charts illustrate the following statistics: (1) teachers' salaries as a percentage of current expenditures; (2) changes in real current expenditure per pupil; (3) distribution of current expenditures by major function; (4) changes in school enrollment and instructional personnel; and (5) changes in percentage of total expenditures allocated to instruction, fixed charges, and administration, respectively. The conclusion suggests a need for reversing the trend in resource allocation so that student instruction again assumes priority. (TE)

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RESOURCE ALLOCATION AND STAFFING PATTERNS IN THE PUBLIC SCHOOLS

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The last 25 years have been a period of tremendous growth in school expenditures. Between 1960 and 1980, total spending for schools increased more than sevenfold and spending per pupil increased by a factor of six. Even when spending increases are adjusted for inflation, the growth in school spending is impressive. Over the twenty-year period between 1960 and 1980, real spending per pupil nearly doubled.

As we step back and think about the growth in school spending, some basic questions confront us: Where has all the new money gone? What are schools spending money on today and how does this compare with the way money was spent in the past? Are schools spending more for teachers or for other types of instructional services? Have resources gone into student instruction or have they been diverted from the instructional program? With this type of information, we can begin to assess whether resources are being used most productively or whether they might be reallocated to produce better educational outcomes.

These questions are the subject of this paper. To address them, the paper reviews trends in resource allocations in the public schools during the last 25 years. It focuses specifically on changes in expenditures and school staff for the nation as a whole and for each of the 50 states and the District of Columbia, using data from the National Center for Education Statistics (NCES) and the National Education Association (NEA). The expenditure analysis using national data sets extends only from 1960 to 1980, since data disaggregated by major function were not available nationally after 1980; but this is supplemented with case studies of recent expenditure trends in three states, California, Florida and Pennsylvania; staff trends are analyzed through 1984, since data by staff position were available for more recent years.

National Trends in Spending and Staff

The most striking observation about school expenditures over the 1960s and 1970s is the shift in resources from salaries for classroom teachers to other types of school spending. Spending for teachers' salaries, of course, increased significantly over the period, (in fact, expenditures per pupil for teachers' salaries adjusted for inflation increased by more than 30 percent between 1960 and 1980) but spending for other functions grew at an even greater rate. As a result, teachers' salaries as a share of total school spending declined from 57 percent in 1960 to just over 40 percent in 1984. (See Table 1 and Figure 1.)

Three major categories of expenditure grew more rapidly than teachers' salaries during the 1960s and 1970s. These included, in discending order of importance, 1) fixed charges, a category of spending comprised mostly of fringe benefits for school employees, 2) school administration, and 3) maintenance and operation of school facilities. Real spending per pupil for employee benefits more than tripled between 1960 and 1980, while spending for administration more than doubled and spending for school maintenance increased by about 66 percent. As a result, the share of total school expenditures allocated to these three functions rose from about 24 percent in 1960 to nearly 30 percent in 1980. (See Table 2 and Figure 2.)

While resources have been shifting away from classroom instruction to other parts of school budgets for over two decades, the pace of that shift has grown more substantial in recent years. During the early 1960s, expenditures for fringe benefits comprised only about 11 percent of the increase in real expenditure per pupil; by the late 1970s, about one-third of all new spending was going to employee benefits. Similarly, expenditures for plant maintenance and operation represented just under seven percent of the increase in real per pupil spending during the early

TABLE 1
TEACHERS' SALARIES AS A PERCENT OF CURRENT EXPENDITURES
1959-60 TO 1983-84

Year	Average Teacher Salary (U.S.)	Teacher Salary as a Percent of Current Expenditure			
		U.S.	Highest State	Lowest State	Difference Between Highest & Lowest States
1959-60	$ 4,995	56.6%	66.1%*	52.1%*	14.0%
1965-66	6,485	53.9	64.1	45.4	18.7
1969-70	8,635	53.1	65.7	43.0	22.7
1972-73	10,176	49.3	60.6	42.6	18.0
1975-76	12,591	45.8	57.1	37.0	14.1
1979-80	15,971	41.3	51.4	34.9	16.5
1980-81	17,642	41.4	50.8	35.9	14.9
1981-82	19,270	41.3	51.1	34.9	16.2
1982-83	20,715	40.9	46.8	34.1	12.7
1983-84	22,019	40.4	46.7	32.9	13.8

* In several years the highest or lowest state was eliminated because of problems with personnel classifications or other discrepancies in the data.

Source: National Education Association, "Estimates of School Statistics" 1960-61, 1966-67, NEA Computer Data File, 1969-70 to 1983-84.

FIGURE 1
TEACHERS' SALARIES AS A PERCENTAGE OF CURRENT EXPENDITURES, 1969-70 TO 1983-84

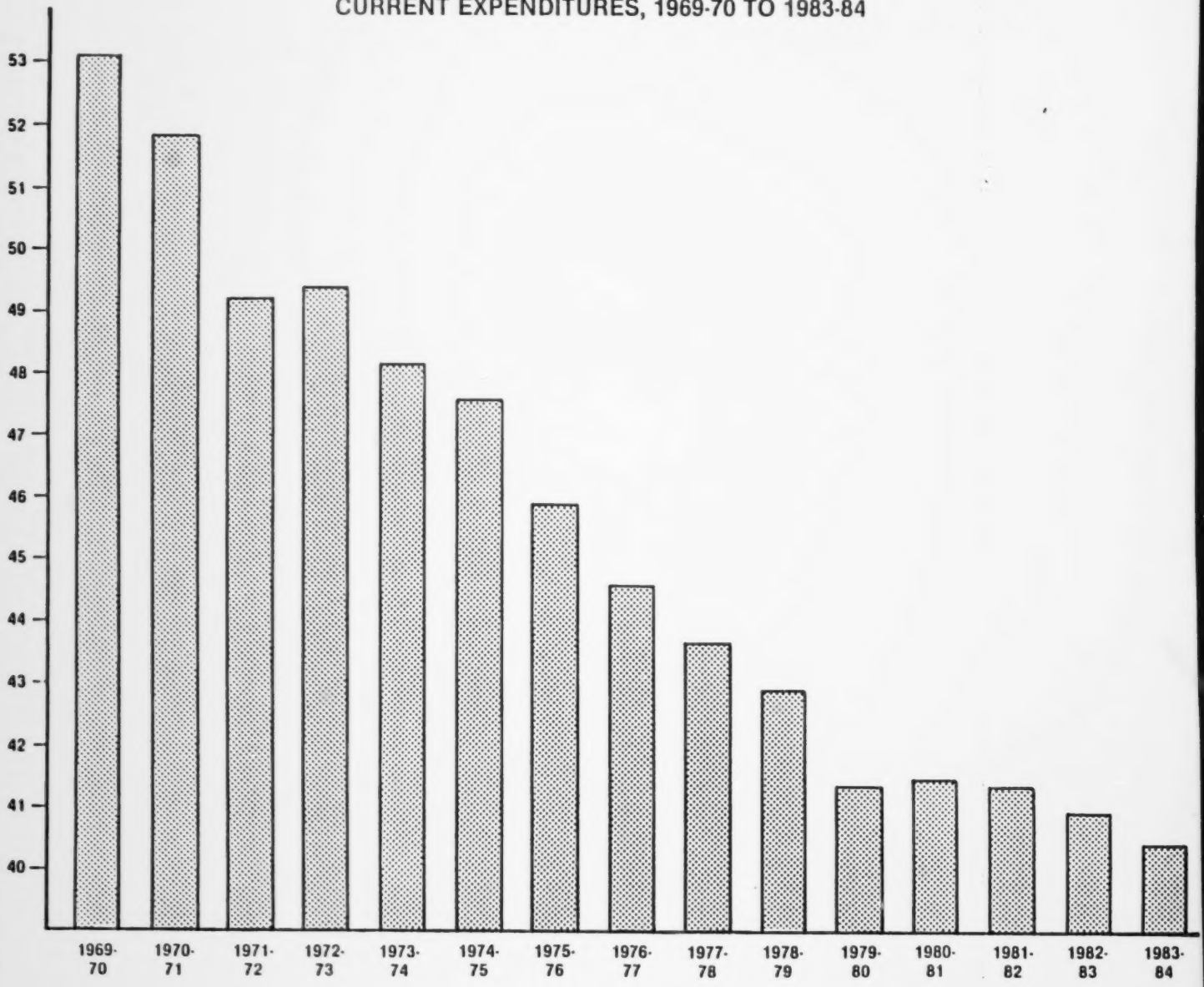

FIGURE 2

CHANGE IN REAL CURRENT EXPENDITURE PER PUPIL,
1959-60 TO 1979-80

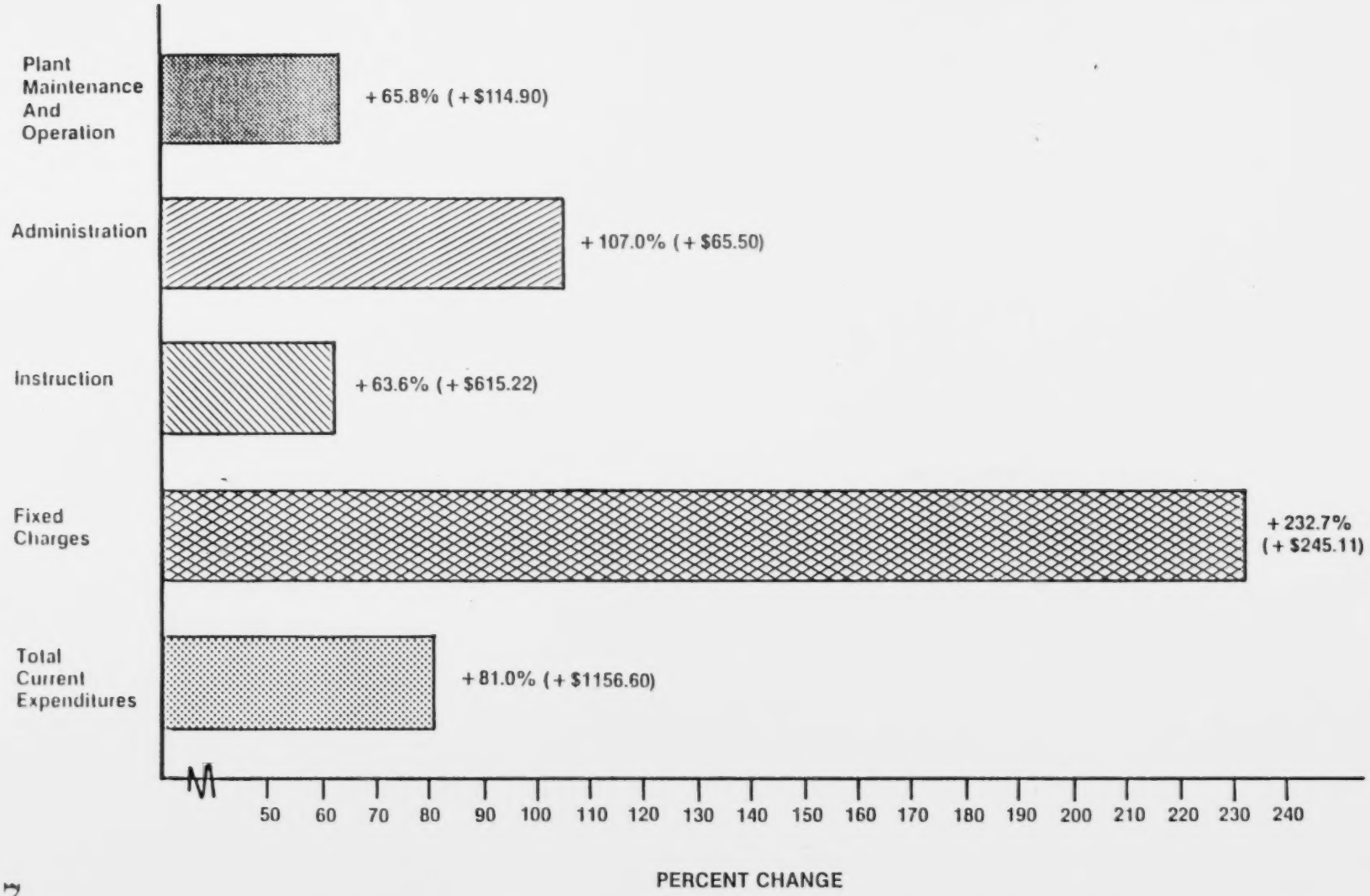

TABLE 2
DISTRIBUTION OF CURRENT EXPENDITURES BY MAJOR FUNCTION
1959-60 TO 1979-80

Year	Administration	Instruction	Plant Operation & Maintenance	Fixed Charges	Other School Services	Total Current Expenditures	Instruction & Fixed Charges
1959-60	4.3%	67.7%	12.2%	7.4%	8.4%	100.0%	75.1%
1965-66	4.5	68.6	11.3	8.1	7.5	100.0	76.7
1969-70	4.7	68.0	10.3	9.5	7.5	100.0	77.5
1975-76	4.5	64.0	10.8	11.8	9.0	100.1	75.8
1979-80	4.9	61.2	11.2	13.6	9.1	100.0	74.8

Source: National Center for Education Statistics "Statistics of State School Systems, 1959-60, 1965-66, 1969-70, 1975-76" and the "Digest of Education Statistics, 1982."

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1960s, but nearly one-sixth of all new spending during the late 1970s. And, the share of new per pupil spending allocated to administration nearly doubled -- from five percent in the early 1960s to over nine percent in the late 1970s. (See Table 3 and Figure 3.)

Even within the general category of spending called "instruction," there has been a steady shift in resources from classroom teachers to other types of personnel, most notably school administrators, librarians, curriculum specialists, and other non-classroom professional staff. As stated above, real spending per pupil for teachers' salaries increased by about 30 percent, between 1960 and 1980. At the same time, combined spending for other types of staff, textbooks, supplies and materials more than tripled. From 1976 to 1980, real spending per pupil for teachers' salaries declined by three percent, while other instructional expenditures increased by 21 percent.. ((See Table 4.) As a result of these shifts, teachers' salaries as a share of instructional expenditures dropped from 81 percent in 1960 to 65 percent in 1980.

The reallocation of resources away from classroom instruction is reflected further in changes in staffing patterns in the schools from the 1960s through the early 1980s. Consider first the 1960s and early 1970s, when school enrollments rose by more than 27 percent. During this period the number of classroom teachers employed in schools rose by 56 percent, but the number of school administrative staff (principals and supervisors) and other non-classroom instructional staff rose even more rapidly - by 66 percent and 418 percent respectively. With the onset of the decline in school enrollments in the mid-1970s, the number of school staff in all categories continued to increase for several years, but the increase was still greater for school administrators and non-classroom personnel than for classroom teachers. School enrollments are now 15

TABLE 3
CHANGES IN REAL EXPENDITURE PER PUPIL FOR
ELEMENTARY AND SECONDARY EDUCATION BY FUNCTION
1959-60 to 1979-80
(Real $ 1983)

Period	Administration	Instruction	Plant Maintenance and Operation	Fixed Charges	Other School Services	Total Current Expenditures
1959-60 to	$+65.50	$+615.22	$+114.90	$+245.11	$115.69	$1156.42
1979-80	107.0%	+63.6%	+65.8%	+232.&%	+96.6%	++81.0%
1959-60 to	$+32.83	$+394.85	$+30.95	$ 85.89	$+30.21	$+574.73
1969-70	+53.6%	+40.8%	+17.7%	+81.5%	+25.2%	+40.2%
1969-70 to	$32.67	$+220.37	$+83.95	$+159.22	$+85.48	$+581.69
1979-80	+34.7%	+16.2%	+40.8%	+83.3%	+57.0%	+29.0%
1959-60 to	$+14.74	$+202.58	$+18.62	$32.42	$+8.43	$+276.79
1965-66	+24.1%	+20.9%	+10.7%	+30.8%	+7.0%	+19.4%
1965-66 to	$+18.09	$+192.27	$+12.33	$+53.47	$+21.78	$+297.96
1969-70	+23.8%	+16.4%	+6.4%	+38.8%	+17.0%	+17.5%
1969-70 to	$+13.25	$+153.66	$+49.37	$+88.40	$+62.44	$+367.10
1975-76	+14.1	+11.3%	+24.0%	+46.2%	41.6%	+18.3%
1975-76 to	$+19.42	$+66.71	$+34.58	$+70.82	$+23.04	$+214.59
1979-80	+18.1%	+4.4%	+13.5%	+25.3%	+10.8%	+9.1%

Source: National Center for Education Statistics "Statistics of State School Systems," 1959-60, 1965-66, 1969-70, 1975-76; "Digest of Education Statistics," 1982; unpublished data, 1982-83.

FIGURE 3
PERCENT OF THE INCREASE IN REAL EXPENDITURE PER PUPIL ALLOCATED TO DIFFERENT FUNCTIONS 1959-60 TO 1979-80

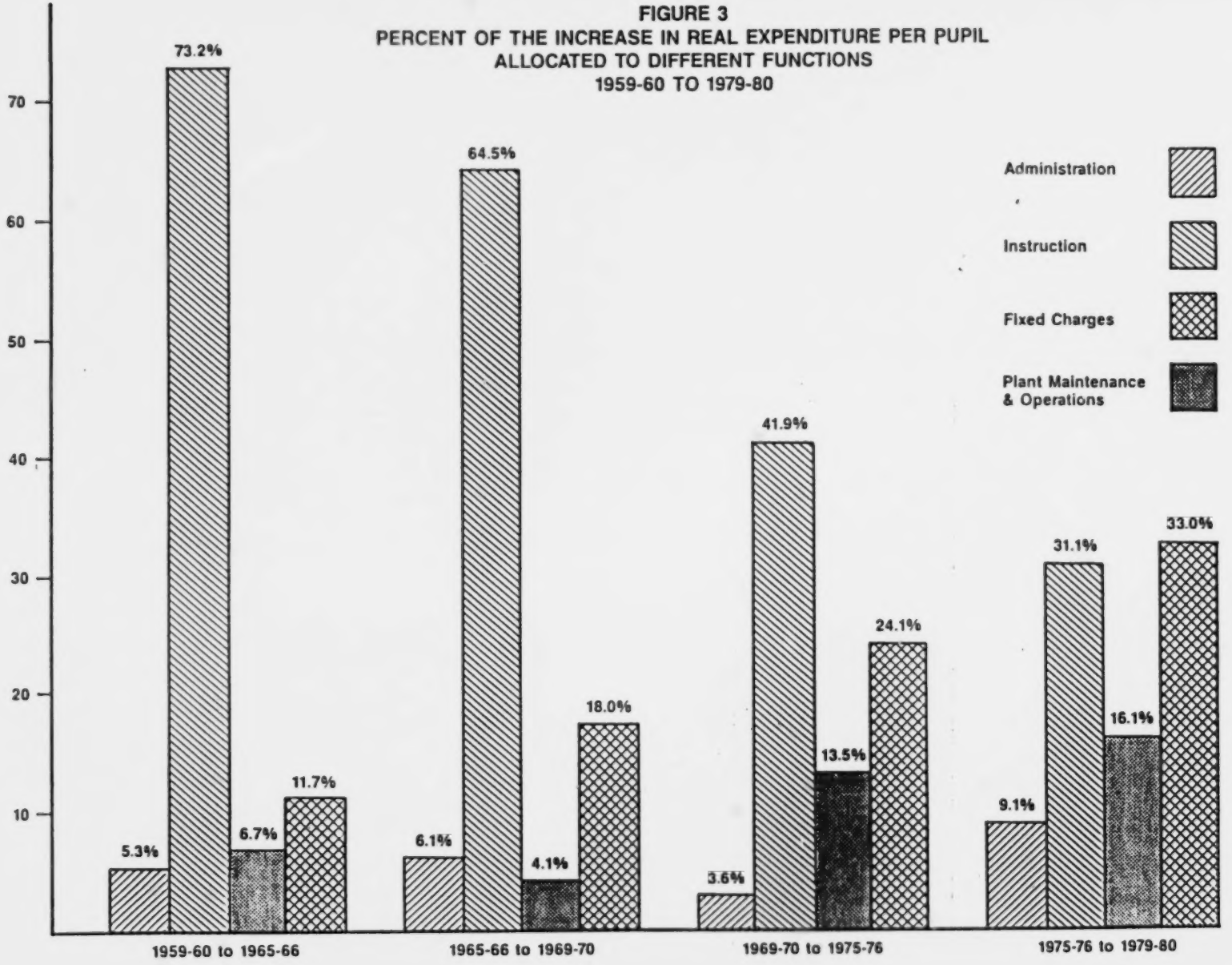

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TABLE 4
CHANGES IN REAL EXPENDITURE PER PUPIL
FOR INSTRUCTION, 1959-60 TO 1979-80
(REAL $ 1983)

	Expenditures for 'Teachers' Salaries	Expenditures for School Administration Non-Classroom Instructional Personnel Textbooks, Materials and Supplies	Total Instructional Expenditures
1959-60 to 1979-80	$+238.66 +30.4%	$+376.56 +205.4%	$+615.22 +63.6%
1959-60 to 1969-70	$+231.23 29.5%	$163.62 +89.2%	$+394.85 +40.8%
1969-70 to 1979-80	$+7.43 +0.7	$+212.94 +61.4%	$+220.37 +16.2%
1959-60 to 1965-66	$+114.59 +14.6%	$+87.99 +48.0%	$+202.58 +20.9%
1965-66 to 1969-70	$116.64 +13.0%	$+75.63 +27.9%	$+192.27 +16.4%
1969-70 to 1975-76	$+38.67 +3.8%	$+114.99 +33.1%	$+153.66 +11.3%
1975-76 1979-80	$-31.24 -3.0%	$+97.95 +21.2%	$+66.71 +4.4%

Source: National Center for Education Statistics "Statistics of State School Systems," 1959-60, 1965-66, 1969-70, 1975-76; "Digest of Education Statistics," 1982; unpublished data, 1982-83; NEA Computer Data File, 1969-70 to 1979-80.

percent below 1973-levels, and the number of classroom teachers is about what it was a decade ago. But the schools have about 8 percent more school administrators and about 15 percent more professional staff working outside the classroom. (See Table 5 and Figure 5.)

In sum, the last twenty-five years have seen an increasingly large share of school budgets diverted from classroom instruction. Part of this shift is clearly a function of the change in the organization of school services; non-classroom instructional personnel have to some extent replaced classroom teachers as the providers of educational services. Part can also be explained by the enormous growth in spending for employees' fringe benefits which, in most accounting systems, are not considered as an expenditure for instruction. However, the growth of the non-instructional segment of the school budget, most notably school administration and the operation and maintenance of school facilities, has also contributed significantly to this shift. Had the growth in real spending on these two functions over the 1960s and 1970s not been used in these areas, the schools would have had almost $9 billion more to spend on instruction for children.

State Trends in Spending and Staffing

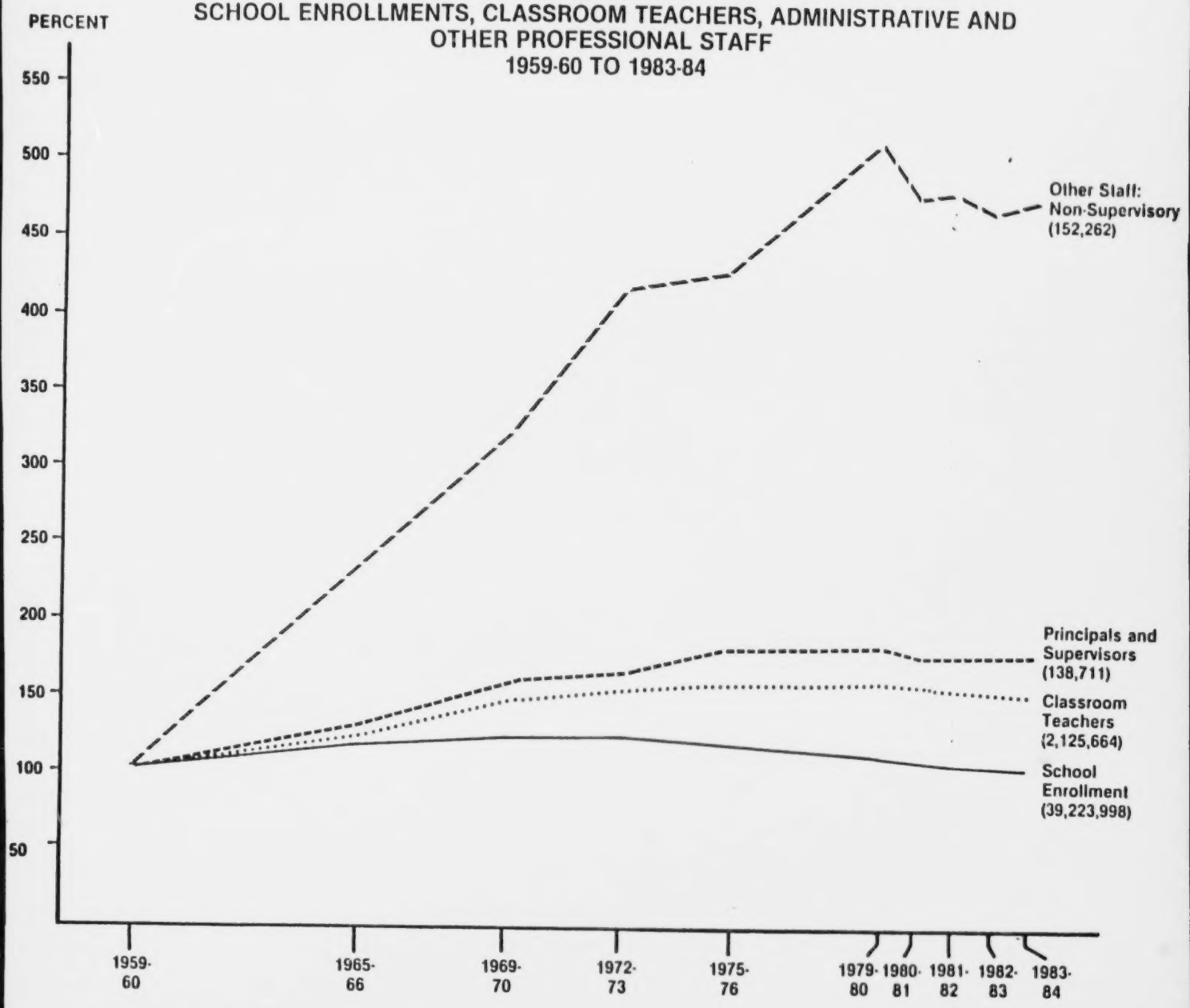
The expenditure and staffing trends described above for the nation as a whole generally had their parallel in the majority of states. This is most strongly reflected in the area of teachers' salaries, which declined as a share of total school spending between 1960 and 1983 in all of the 50 states and the District of Columbia. As at the national level, the major decline occurred during the 1970s, and in a number of states, the magnitude of the decline was quite significant. Between 1973 and 1983,

TABLE 5
CHANGES IN SCHOOL ENROLLMENT AND INSTRUCTIONAL PERSONNEL
1959-60 TO 1983-84

Year	School Enrollment	Classroom Teachers	Principals & Supervisors	Other Staff: Non-Supervisory	Total Instructional Personnel
Base 1959-60					
1959-60	100.0	100.0	100.0	100.0	100.0
1965-66	120.9	126.3	127.9	235.3	128.7
1969-70	126.2	148.2	160.3	319.4	152.6
1972-73	127.5	155.6	165.9	417.5	161.9
1975-76	124.4	161.7	182.6	431.3	168.7
1979-80	115.9	163.7	183.0	516.6	172.3
1980-81	113.8	163.0	178.0	481.7	170.7
1981-82	111.5	159.8	177.9	484.0	167.8
1982-83	110.1	158.0	179.4	473.7	165.9
1983-84	108.8	156.9	179.4	479.7	165.1
Base 1972-73					
1972-73	100.0	100.0	100.0	100.0	100.0
1975-76	97.6	103.9	110.1	103.3	104.2
1979-80	90.9	105.2	110.3	123.7	106.5
1980-81	89.3	104.7	107.3	115.4	105.4
1981-82	87.5	102.7	107.2	115.9	103.7
1982-83	86.3	101.5	108.1	113.5	102.5
1983-84	85.3	100.8	108.1	114.9	102.0

Source: National Center for Education Statistics, "Statistics of State School Systems," 1959-60," U.S. Department of Health, Education and Welfare (DHEW), U.S. Government Printing Office, 1963; "Statistics of State School Systems, 1965-66," USDHEW, 1968; National Education Association Computer Data File, 1969-70 to 1983-84.

FIGURE 5
SCHOOL ENROLLMENTS, CLASSROOM TEACHERS, ADMINISTRATIVE AND OTHER PROFESSIONAL STAFF
1959-60 TO 1983-84



teachers' salaries as a share of total spending declined by more than ten percent in 18 states and between five and ten percent in 24 states. (See Table 6.)

As a result of this decline, the proportion of total spending now allocated to teachers' salaries is considerably lower than it was 25 years ago. There is, of course, some variation across states -- in 1984, the range was from a high of 46 percent in Texas, Missouri and Mississippi to a low of 33 percent in New Jersey -- but the highest proportion (47 percent) in 1984 was below the lowest proportion in 1960. (See Table 6.)

The decline in teachers' salaries as a percent of total spending has its parallel in the area of instructional expenditures. Between 1970 and 1980, the share of expenditures allocated to instruction declined in 45 states and the District of Columbia. In half of these states, the proportion declined between five and ten percent; in another nine states, the decline was over ten percent. (See Table7.)

As at the national level, larger increases in spending for functions other than instruction were primarily responsible for the decline in the share of spending allocated to student instruction. Again, the most significant area of growth was in fringe benefits for employees. Between 1970 and 1980, the share of expenditures allocated to fringe benefits increased in 39 states and the District of Columbia; in over one-third of the states, the increase exceeded five percent. The share of spending allocated to administration also increased over the period in more than half the states, but in most of these states, the increase was relatively small compared with the increase for fringe benefits. (See Table 8 and 9.)

TABLE 6
TEACHERS' SALARIES AS A PERCENT OF CURRENT EXPENDITURES
1959-60 TO 1983-84

State	1959-60	1969-70	1972-73	1975-76	1979-80	1983-84
Alabama	66.0	64.1	62.9	49.2	57.8	48.0
Alaska	56.7	43.0	49.4	42.0	37.0	40.4
Arizona	61.2	53.7	50.1	36.1	46.3	44.5
Arkansas	57.9	54.6	56.0	48.4	46.5	44.8
California	50.1	54.0	49.1	46.8	34.9	38.0
Colorado	57.0	49.6	45.0	45.6	43.3	41.0
Connecticut	61.9	48.8	47.2	43.4	43.1	40.6
Delaware	59.7	47.2	42.6	40.4	36.0	36.8
District of Columbia	___	51.6	46.3	41.3	45.8	48.7
Florida	66.1	52.9	47.9	37.0	37.0	36.9
Georgia	67.0	58.3	53.1	53.5	47.6	44.7
Hawaii	53.9	46.2	41.8	62.7	44.6	33.0
Idaho	61.3	53.0	46.2	45.5	41.7	42.4
Illinois	58.6	57.0	52.9	48.0	43.9	43.1
Indiana	58.7	56.0	54.3	50.4	44.4	44.5
Iowa	55.4	50.5	46.2	44.9	41.3	41.1
Kansas	58.0	57.8	52.6	48.2	41.4	41.4
Kentucky	60.8	51.4	53.3	49.5	41.3	42.4
Louisiana	51.8	50.5	49.3	47.9	42.8	40.8
Maine	56.7	54.6	51.8	46.3	40.0	38.8
Maryland	57.3	53.3	47.6	43.6	40.3	39.1
Massachusetts	62.9	57.1	48.8	52.3	43.8	40.4
Michigan	57.2	54.6	45.8	41.4	38.5	38.5
Minnesota	56.9	53.4	47.7	42.3	37.6	42.2
Mississippi	55.6	50.4	47.4	45.6	42.3	46.1
Missouri	55.5	51.1	52.7	50.8	46.3	46.7
Montana	55.5	49.7	50.5	40.6	40.6	38.3
Nebraska	63.8	60.2	55.2	45.8	42.1	42.6
Nevada	58.3	53.5	49.8	46.8	44.3	41.8
New Hampshire	53.9	53.0	54.7	52.3	41.5	42.1
New Jersey	55.1	46.0	48.8	43.0	37.4	32.9
New Mexico	61.7	51.1	46.8	40.7	43.5	43.0
New York	52.1	46.6	44.8	43.9	40.0	38.8
North Carolina	63.8	57.4	52.1	49.7	39.5	39.3
North Dakota	58.1	50.8	49.5	48.0	38.2	41.1
Ohio	59.7	53.1	47.6	44.9	41.2	38.0
Oklahoma	62.4	59.8	49.2	45.8	41.5	36.0
Oregon	55.2	49.0	48.3	38.8	35.4	35.1
Pennsylvania	52.1	49.5	45.8	42.1	41.2	39.6
Rhode Island	59.5	53.1	49.6	51.2	47.3	40.2
South Carolina	62.4	54.5	46.6	43.4	44.8	41.7
South Dakota	63.7	54.1	49.6	48.6	44.8	42.5
Tennessee	63.1	52.6	50.0	46.1	42.7	41.6
Texas	58.1	65.7	60.6	57.1	51.4	46.0
Utah	53.4	49.6	47.8	43.3	40.6	44.1
Vermont	59.8	46.6	42.4	46.0	43.6	39.6
Virginia	63.7	58.0	54.5	50.6	43.3	41.8
Washington	54.6	52.1	50.9	43.2	37.8	39.3
West Virginia	56.9	53.3	46.8	52.3	44.4	44.0
Wisconsin	53.9	55.7	52.2	43.7	44.7	43.7
Wyoming	55.1	51.1	48.6	47.0	43.6	41.2

Source: National Education Association, "Estimates of School Statistics, 1960-61," NEA Computer Data File, 1969-70 to 1983-84.

TABLE 7
CHANGE IN INSTRUCTIONAL EXPENDITURES AS A PERCENT OF TOTAL EXPENDITURES
1969-70 TO 1979-80

CHANGE IN PERCENT OF TOTAL CURRENT EXPENDITURES					
Increase 10% or more	Increase 5.0-9.9%	Increase 0.1-4.9%	Decrease 0.1-4.9%	Decrease 5.0-9.9%	Decrease 10% or more
		Washington*	Arkansas	Alabama	Colorado
			California	Arizona	Delaware
			Hawaii	Georgia	D.C.
			Iowa	Idaho	Florida
			Louisiana	Illinois	Maine
			Montana	Indiana	Michigan
			Nebraska	Kansas	Nevada
			N. Dakota	Kentucky	New Jersey
			Ohio	Maryland	Pennsylvania
			Wisconsin	Massachusetts	Vermont
				Minnesota	Wyoming
				Missouri	
				New Hampshire	
				New Mexico	
				New York	
				N. Carolina	
				Oklahoma	
				Oregon	
				Rhode Island	
				S. Carolina	
				Tennessee	
				Texas	
				Utah	
				Virginia	
				West Virginia	

Excludes Alaska, Connecticut, Mississippi, South Dakota

Source: National Center for Education Statistics, "Statistics of State School Systems," 1969-70, U.S. Government Printing Office, Washington, D.C., 1973; "Digest of Education Statistics, 1982," U.S. Department of Education, U.S. Government Printing Office, Washington, D.C., 1982.

TABLE 8

CHANGE IN EXPENDITURES FOR FIXED CHARGES AS A PERCENT OF CURRENT EXPENDITURES
1969-70 TO 1979-80

CHANGE IN PERCENT OF TOTAL CURRENT EXPENDITURES					
Increase 10% or more	Increase 5.0-9.9%	Increase 0.1-4.9%	Decrease 0.1-4.9%	Decrease 5.0-9.9%	Decrease 10% or more
Michigan	California	Alabama	Louisiana		
	Delaware	Arizona	Ohio		
	D.C.	Arkansas	S. Carolina		
	Florida	Colorado	Texas		
	Illinois	Georgia	Washington		
	Maine	Hawaii	West Virginia		
	Maryland	Idaho			
	Massachusetts	Indiana			
	Minnesota	Iowa			
	Nevada	Kansas			
	New Jersey	Kentucky			
	New York	Missouri			
	Oregon	Montana			
	Pennsylvania	New Hampshire			
	Tennessee	New Mexico			
	Utah	N. Carolina			
	Vermont	N. Dakota			
		Oklahoma			
		Rhode Island			
		Virginia			
		Wisconsin			
		Wyoming			

Excludes Alaska, Connecticut, Mississippi, Nebraska, South Dakota

Source: National Center for Education Statistics, "Statistics of State School Systems," 1969-70, U.S. Government Printing Office, Washington, D.C., 1973; "Digest of Education Statistics, 1982," U.S. Department of Education, U.S. Government Printing Office, Washington, D.C., 1982.

TABLE 9

CHANGE IN EXPENDITURES FOR ADMINISTRATION AS A PERCENT OF CURRENT EXPENDITURES 1969-70 TO 1979-80

CHANGE IN PERCENT OF TOTAL CURRENT EXPENDITURES					
Increase 10% or more	Increase 5.0-9.9%	Increase 0.1-4.9%	Decrease 0.1-4.9%	Decrease 5.0-9.9%	Decrease 10% or more
	S. Carolina	Alabama	Arkansas		
		Arizona*	California		
		Colorado*	Delaware*		
		D.C.	Georgia*		
		Florida	Idaho*		
		Hawaii*	Illinois*		
		Indiana	Iowa		
		Kansas*	Nevada*		
		Kentucky*	New Mexico*		
		Louisiana*	New York*		
		Maine	N. Dakota*		
		Maryland*	Oklahoma*		
		Massachusetts	Oregon*		
		Michigan*	Pennsylvania*		
		Minnesota	Tennessee*		
		Missouri*	Vermont*		
		Montana*	Virginia*		
		New Hampshire	Washington*		
		New Jersey	Wisconsin*		
		N. Carolina*			
		Ohio			
		Rhode Island			
		Texas*			
		Utah*			
		W. Virginia			
		Wyoming			

* Percent change was less than 1 percent.

Excludes Alaska, Connecticut, Mississippi, Nebraska, South Dakota

Source: National Center for Education Statistics, "Statistics of State School Systems," 1969-70, U.S. Government Printing Office, Washington, D.C., 1973; "Digest of Education Statistics, 1982," U.S. Department of Education, U.S. Government Printing Office, Washington, D.C., 1982.

Data from national data sets were not available to explore expenditure trends for all states beyond 1980. However, case studies of three large states, California, Florida and Pennsylvania, indicate that trends for the 1960 to 1980 period appear to be persisting into the early 1980s. From 1977 to 1983, expenditures for teachers' salaries in all three states did not keep pace with increases in total spending. As a result teachers' salaries as a percent of total spending continued to fall, as in the earlier period. Spending for employee benefits, transportation, and maintenance and operation of facilities, on the other hand, grew much more rapidly than total spending, and the share of total spending allocated to these functions increased. Increases in administrative expenditures outpaced increased spending for instruction in two of the three states, but more rapid spending growth in other areas kept the share of school spending on administration relatively stable in all three states. (See Table 10.)

While state-level trends in school spending generally reflect national developments, the national shift in personnel from classroom teachers to school administrators and non-classroom instructional personnel is not as ubiquitous at the state level. Increases in the number of professionals employed in non-classroom positions appear to parallel national developments in the large majority of states. But the pattern for school administrators is more varied. Between 1973 and 1983, the ratio of school administrators to classroom teachers increased in 25 states and many of these were larger states such as California, New York and Michigan. On the other hand, the ratio of administrators to teachers declined in 21 states and the District of Columbia. (See Table 11.)

TABLE 10
CHANGES IN EXPENDITURES BY MAJOR FUNCTION IN
CALIFORNIA, FLORIDA AND PENNSYLVANIA
1976-77 TO 1982-83

Function	California	Florida	Pennsylvania
Total Expenditures	+44.6%	+66.6%	+44.1%
Instruction Programs/ (Instruction)	+44.4	+63.7	+32.7
Teachers' Salaries	+36.2	+57.6**	+37.6
Administration	+42.4	+64.9	+43.7
District Administration	+39.4	+52.7	-----
School Administration	+46.2	+65.5	-----
Transportation	+96.2	+116.2	+87.6
Maintenance & Operation of Plant	+56.0	+76.8	+52.8
Fixed Charges (Employee Benefits)	+84.3	+101.9	+77.8

* 1981-82 in Florida

** Total salaries for all employees

Source: "Profiles of Florida School Districts, "1976-77, 1981-82, The Annual Report of the Commissioner of Education, Volume II, Tallahassee; Computer Printout, "Expenditures Reported on the Annual Financial Reports and the 1982-83 General Fund Budget, "Pennsylvania Department of Education, Harrisburg; "Annual Report, Financial Transaction Concerning California School Districts, "1976-77, 1982-83, Controller, State of California, Sacramento.

TABLE 11

COMPARISON OF CHANGES IN CLASSROOM TEACHERS AND SCHOOL ADMINISTRATORS PER 1000 STUDENTS, 1972-73 TO 1982-83 WITH 1979-80 TO 1982-83

Shift Toward Administrators 1972-73 to 1982-83; Shift Toward Teachers 1979-80 to 1982-83	Shift Toward Administrators 1972-73 to 1982-83; Shift Continued 1979-80 to 1982-83	
Illinois	Maryland	Colorado
New York	Michigan	Kentucky
South Dakota	Ohio	Louisiana
Vermont	Connecticut	North Carolina
Arkansas	Pennsylvania	Tennessee
Alaska	Rhode Island	
Utah	Missouri	
	Wisconsin	
	California	
	Kansas	
	Maine	
	Montana	
	North Dakota	

Shift Toward Teachers 1972-73 to 1982-83; Shift Continued 1979-80 to 1982-83	Shift Toward Teachers 1972-73 to 1982-83; Shift Toward Administrators 1979-80 to 1982-83
Delaware	District of Columbia
Massachusetts	Minnesota
Iowa	New Jersey
Indiana	South Carolina
Nebraska	New Hampshire
Washington	New Mexico
Alabama	Oklahoma
Florida	Idaho
Virginia	Nevada
West Virginia	Georgia
Wyoming	Mississippi

Excludes Arizona, Hawaii, Oregon, Texas

Source: NEA Computer Data File, 1972-73, 1979-80, 1982-83.

Conclusion

The 1980s are a period of great potential for improving the quality of education in the U.S. Public attention has already been focused on school quality as a result of the work of the National Commission on Excellence in Education and other prestigious panels. However, the legacy of the 1960s and 1970s, namely, the shift in resources from student instruction remains with us. If schools are to improve over the next several years, policymakers must ensure that the trends of the last 25 years are reversed. New resources for schools must be concentrated again on student instruction, not on activities that contribute little or nothing to overall school quality.